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Second country cooperation framework for Haiti (2002-2006)

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Introduction

1. The first country cooperation framework (CCF) for Haiti covered the period 1999-2001. The second CCF will cover the period 2002-2006, during which the UNDP programming cycle will be synchronized with those of the United Nations Children's Fund (UNICEF), the World Food Programme (WFP) and the United Nations Population Fund (UNFPA) within the United Nations Development Assistance Framework (UNDAF).

2. This document is based on: (a) the common country assessment, which identified a number of priority development themes for the Government and for the United Nations system; (b) the UNDAF, which defined the contribution which UNDP could make to the implementation; (c) the various reference documents on government policy; (d) the 2000-2003 strategic results framework for Haiti; (e) the country review of the first CCF; (f) the second CCF for the Latin American and Caribbean region, 2001-2005; (g) a series of consultations and discussions between the Government, the main development partners and UNDP.

I. Development situation from a sustainable human development perspective

3. The 1999-2001 period was characterized by an economic crisis and the continuation of the political, electoral and institutional crisis. As is demonstrated by the common country assessment, despite an improvement in some social indicators, monetary erosion has further increased and human poverty remains a major concern. According to current estimates, two thirds of the population lives below the poverty threshold. At the economic level, in the context of a recession, Haiti has experienced a severe budget deficit, steep inflation, and difficulty in managing the public debt. International aid has fallen considerably and foreign investment has become almost non-existent. The overall result has been a decline in the standard of living of households, and of their purchasing power and levels of employment. School enrolment has increased, although the quality of instruction is uneven. While the human development index (HDI) increased slightly between 2000 and 2001, for various reasons, these two years are not comparable. With an HDI estimated at 0.467 in 1999, Haiti ranks 134th among 162 countries, according to the *Human Development Report 2001*. However, the progress made is liable to be partly offset by the AIDS epidemic, with a rate of between 4.5 per cent and 6 per cent at the national level and about 35,000 new cases a year. Severe environmental deterioration has continued as a result of a combination of factors, particularly affecting the disadvantaged populations. It may be recalled that 96 per cent of the population uses wood and charcoal to meet its energy needs.

4. In terms of political development, the 1999-2001 period will essentially have been an electoral period. After about two years of transitional Government, a new government team was installed in February 2001 following the presidential election of November 2000; the party in power, Organisation Fanmi Lavalas, enjoys a very strong parliamentary majority. However, since the legislative, municipal and local elections of May 2000 had been marred by certain irregularities, mainly relating to the method of calculation used, which had been identified by the Organization of American States (OAS), there have been numerous disputes, once again throwing the country into a political and institutional crisis which is jeopardizing development efforts. This crisis has led to a significant decline in foreign aid and/or a rechannelling of such aid through non-governmental organizations. In this context, the World Bank withdrew physically from Haiti, a member country of the advisory group. The resumption of aid is now broadly linked with a resolution of the crisis through political agreement within the framework of the implementation of the resolution entitled "Support for democracy in Haiti" adopted at the thirty-first general assembly of OAS in June 2001. OAS, which has now been given the task of facilitating the resolution of the crisis, has the support of a group of friendly countries established by its Secretary-General in September 2001, and of the Secretary-General of the United Nations.

5. Current government policy is based mainly on the 2001-2006 economic and social programme of the party in power, Fanmi Lavalas, and on the Prime Minister's general policy statement. The office of the Prime Minister has also started drawing up a strategic development framework on the basis of the work on the common country assessment, while a 2001-2006 development plan is currently being prepared by the

Ministry of Planning and External Cooperation. The formulation of the strategic framework for poverty reduction, with which UNDP has been associated along with the World Bank and the International Monetary Fund (IMF), was interrupted by the electoral crisis. Moreover, the official structures for the coordination of foreign aid are not able to play their role to the full. As a result of the crisis, donors have established informal coordination without true programming perspective.

II. Results and lessons of past cooperation

6. The implementation of the 1999-2001 UNDP cooperation programme was directly affected by the political and institutional crisis, which, in particular, had an impact on the establishment of a true partnership strategy and on resource mobilization. Moreover, in most of the UNDP focus areas, there is no real national programme on which a programme approach could be based. After the end of the mandate of the International Civilian Support Mission in Haiti (MICAH) in February 2001, and as recommended by the United Nations Secretary-General, UNDP also had to ensure the establishment of a post-MICAH transition programme in sensitive sectors relating to the rule of law, without having all the necessary resources.

7. The 1999-2001 CCF focused on three areas: (a) participatory governance; (b) promotion of productive employment; (c) protection/rehabilitation of the environment. The Government also requested support in HIV/AIDS control and in disaster and risk prevention and management. The common country assessment, and then the country review, confirmed the validity of this approach. The programme was therefore structured around four blocks of projects (modernization of the State and decentralization; rule of law; poverty reduction; environmental protection) following a strategy of transition towards the programme approach. In each area of activity, the strategic results framework positions UNDP upstream at the level of general policy decisions and central institutions.

8. As demonstrated by the country review, this programme achieved significant results in its four main areas of activity and was able to contribute to the following outcomes envisaged in the strategic results framework:

(a) Intensification of public debate and advocacy on sustainable human development (SHD), particularly in the context of the participatory process of the formulation of a common country assessment and its use as an advocacy tool; preparation of the first national human development report (NHDP); and establishment of the Haitian foundation "Réseau de développement durable en Haïti" (RDDH);

(b) Consolidation of the rule of law in the context of transition with the successive United Nations missions through coordinated action leading to the strengthening of several key institutions in the spheres of justice, public security and human rights;

(c) Harmonization of the electoral system with international standards, through the development of programming, coordination and logistics capacities in the electoral sphere;

(d) Establishment of a strategic and legal framework for decentralization, through the establishment, by the UNDP/UNCDF programme for local governance in the north east, of local mechanisms for participation and decentralized planning and through support for development, upstream, of several elements of the legal and institutional framework;

(e) Formulation of a poverty reduction strategy focusing on access to productive resources, through the definition, by means of social dialogue, of a framework of policies in the area of productive employment and the prevention of social exclusion and the enhancement of knowledge about the phenomenon of poverty by means of surveys;

(f) Strengthening of the integrated environmental management capacity (including disaster and risk prevention and management) through support in the areas of strategic planning, institution-building, mobilization of non-conventional resources and establishment of coordination mechanisms.

9. Over the three years of the programming period, there was a marked decline in execution by agencies of the United Nations system (22 per cent of financial commitments in 2001 compared with 82 per cent in 1999); at the same time direct execution increased significantly, taking into account Haiti's special development situation, and reached 58 per cent in 2001. There was a slight increase in national execution, which rose from 15 per cent to 20 per cent.

10. The main lessons learned in the context of the country review, which have been taken into account in the current document, have been the following: (a) the need, in a special development situation like Haiti's, to act consistently upstream and downstream; (b) the importance for UNDP to maintain this role of recognized, credible and neutral partner in a context of political crisis; (c) the importance of appreciating the risks entailed in a presence in sensitive sectors relating to the rule of law and defining the limits of that presence; (d) the need to draw on the comparative advantages of UNDP in facilitating the process of public dialogue and debate; and (e) the need, in a situation characterized by political instability and the absence of clearly defined national policies and programmes, to ensure, in the context of the programming and execution of activities, a certain degree of prudence, flexibility, adaptability and realism.

11. The main recommendations of the review were as follows: (a) to continue support for the process of dialogue among the actors on the political scene; (b) to adopt the principles of the programme approach, in a pragmatic manner and in the more general framework of the UNDAF, by drawing up four programme frameworks: governance and decentralization, rule of law, poverty reduction, environmental protection and sustainable management of natural resources; (c) to integrate several themes in a cross-cutting manner, including gender equity, HIV/AIDS control and conflict prevention; (d) to favour upstream positioning while maintaining linked downstream activities; (e) to promote a participatory and intersectoral dynamic in the process of drawing up a national strategic plan for AIDS control; (f) to better integrate the dimension of human rights protection, observance and achievement, in accordance with the overall objective of the UNDAF; (g) to promote the modalities of national and direct execution when conditions and circumstances permit; (h) to define a resource mobilization strategy taking into account the numerous partnership possibilities.

III. Objectives, programme areas and expected results

12. According to the definition given in the UNDAF, the overall objective of the United Nations system is to promote sustainable human development through action to combat poverty and social exclusion, the strengthening of the rule of law, and the protection, observance and achievement of human rights. UNDP will therefore have the same objective for the period 2002-2006, putting particular emphasis on the elimination of poverty (including the issue of governance), which it considers to be an absolute priority, given the extent of the phenomenon in Haiti and its key importance to the mandate of the organization.

13. On the basis of lessons learned from previous cooperation, in the context of the UNDAF and taking into account political, economic and institutional trends, the Government proposes that the UNDP programme for 2002-2006 should focus on three areas: governance, poverty reduction, and participatory environmental resource management. The Government also seeks UNDP support in efforts to combat HIV/AIDS.

14. The entire programme, following a cross-cutting rather than a sectoral approach, will also take into account the essential themes that underlie the mandate and vision of UNDP, in particular with regard to gender equity, the inclusion of vulnerable groups, and the promotion of new information and communication technologies (NICT) for the purposes of development. Special monitoring mechanisms and indicators will be put in place in order to ensure that this is done effectively.

15. UNDP will continue to give priority to its upstream support at the level of decision-making in the areas of development policy and institution-building. Targeted development activities further downstream will nevertheless remain part of the programme, for they will be able to sustain the upstream work relating to general policy-making and strategy development. UNDP will make every effort to coordinate these different levels.

16. In accordance with the strategies advocated by the UNDAF, UNDP will also stress the importance of participation, advocacy, information and communication. The programme will therefore be implemented by means of a participatory approach, with a view to promoting social dialogue. A pro-active advocacy strategy will also be developed. By developing certain directions of its programme and using some key products and processes, such as the national human development report, as well as by

working together with major partners from Haitian society. UNDP will facilitate social dialogue on strategic issues relating to governance, poverty, environmental protection and AIDS control. These efforts, which could help to further the process of political dialogue already under way, will need to address the major challenges presented by Haiti's socio-economic development on the eve of the celebration in 2004 of the bicentenary of Haitian independence, taking into consideration not only the bi-national cooperation framework between Haiti and neighbouring Dominican Republic, but also the regional integration of Haiti and globalization.

17. The provisional allocation of UNDP core financial resources between the four main focus areas will be as follows: governance, 40 per cent; poverty reduction, 35 per cent; participatory environmental resource management, 15 per cent; HIV/AIDS control, 10 per cent.

A. Governance

18. The same principle followed in the previous CCF will be maintained, by dividing the governance programme into two coordinated subprogrammes, the first relating to the modernization of the State and local governance and the second to democratic governance and strengthening the rule of law. The issues dealt with by the latter subprogramme arise more particularly from Haiti's special development situation and the role of UNDP with successive United Nations missions in the transition process.

Modernization of the State and local governance

19. This subprogramme will be structured around the following five main objectives:

(a) *Facilitating public and civic debate and decision-making arrangements between the various authorities with regard to public policy, strategies and the legal environment.* By means of an inclusive approach, efforts will focus in particular on facilitating decision-making arrangements in the executive branch; developing relations between the three branches of Government; and supporting the process of, approval, adoption, promulgation and application of public policy, strategies and legal reform proposals. This assistance will be based on the entire range of programmes executed by UNDP and other United Nations agencies and will also play a catalytic role by helping all the agencies to direct their contributions to the design and implementation of policies and strategies towards the areas of debate and decision making.

(b) *Supporting sectoral partner administrations in the design and implementation of reform projects.* In particular, support will be given to the design and establishment of mechanisms for institutional and organizational development, leading to the smooth and progressive implementation of the policy to modernize the State. This component will also help to sustain the other subprogrammes. UNDP will also support national partners in mastering results-based management methods.

(c) *Helping partner institutions to acquire information and communication systems in particular by establishing e-governance.* In this regard, UNDP will make efforts to strengthen the statistical services of ministries and institutions with a key role to play in the implementation of the UNDAF. It will also provide assistance to its national partners, mainly from the public sector, in the establishment of a system of e-governance, in particular by supporting RDDH.

(d) *Supporting the decentralization process, in coordination with efforts to strengthen local governance.* Insofar as there is genuine political will in the area of decentralization and deconcentration, and on the basis of products that it has already helped to develop through support for the National Administrative Reform Commission (CNRA), UNDP will be able to continue its support for administrative reform in this respect. These upstream activities will have to be closely coordinated with the UNDP/UNCDF local governance project in the north-east of the country, which will serve as a test area for the process of policy definition as well as provide analysis of lessons learned on the ground, particularly in terms of decentralized local participation, planning and financing. In order to promote integration between the macro- and meso-levels, efforts will be made to encourage better coordination with the three key ministries, the Ministry of External Cooperation and Planning (MPCE), with regard to local planning, the Ministry of Economy and Finance, with regard to decentralized financing, and the Ministry of the Interior, with regard to the institutional decentralization of territorial authorities. In terms of experience on the

ground, it would be useful to extend the geographical scope to cover the whole department, with a view to creating a coherent territorial framework for decentralized planning. As soon as the decentralized planning system has been approved by the government authorities concerned, it will be possible to extend it to other areas of the country, with technical and methodological assistance from UNDP.

(e) *Strengthening the capacities of the government structures responsible for the coordination and monitoring of foreign aid.* Efforts will be made to help the Government to, inter alia: (i) produce the annual report on development cooperation; (ii) build up a database on development programmes and establish e-governance for aid, with the support of RDDH, and (iii) as recommended by the CCA and the UNDAF, undertake the "harnessing and disseminating successful experience and good practice in terms of collective activities".

20. The contribution of UNDP to the process of modernization of the State between now and 2006 will be evaluated essentially on the basis of specific indicators, to be defined for each objective in terms of: (a) a significant improvement in the capacities of the executive branch to coordinate public policies and the management of foreign aid, and an improvement in the working relationship between the executive and legislative branches; (b) progress made in the design, adoption and implementation of reform policies.

Democratic governance and strengthening the rule of law

21. Within the scope of the responsibilities placed with it on the expiry of the mandate of MICAH, with a view to pursuing the efforts undertaken several years ago by the United Nations to strengthen the democratic process and rule of law, UNDP will carry out, on the basis of its current programme, activities in three main areas: reform of the justice system, promotion of human rights and strengthening of public security institutions. UNDP could also become involved with elections and mediation, depending on the development of the situation. Support for specialized parliamentary committees could also be provided, as required.

22. *Reform of the justice system.* The support strategy will comprise three key components: (a) strengthening the capacities of the various actors, both in terms of *supply* and of the *demand* for justice; (b) seeking consensus on a permanent mechanism for dialogue concerning reform of the justice system, and subsequent support for that mechanism; (c) reform of the statutory framework and judicial system. The main bodies involved will be the Ministry of Justice, the Office of the Ombudsman (Office de la protection du citoyen (OPC)), the bar, civil society organizations active in the areas of justice and human rights, as well as the universities. Activities will include the following: (a) support for participatory arrangements for dialogue and cooperation, designed to strengthen the criminal justice system and to give fresh impetus to the reform process; (b) technical assistance for reform of the law; (c) assistance to improve the administration of justice, inter alia, by targeted actions in pilot jurisdictions, including the metropolitan area of Port-au-Prince; (d) assistance, through action at all levels of the criminal justice system, to make a rapid impact on the issue of extended pre-trial detention; (e) enhancing civil registration, a central element of citizenship and the concept of a legal subject, first of all by assisting in the development of a reform strategy; (f) promoting and supporting legal aid.

23. *Promotion of human rights.* Essentially, this will be tackled from the perspective of building the capacity of the national institutions responsible for the observance, protection and achievement of human rights, in particular public security institutions, OPC and civil society organizations working to promote human rights. In this context, cooperation will be developed with the Office of the United Nations High Commissioner for Human Rights. Through the establishment of a human rights documentation centre, UNDP will also ensure the preservation of the institutional memory of both the International Civilian Mission in Haiti (MICIVIH) and MICAH as well as the dissemination of information. As strongly emphasized in the common country assessment and the UNDAF, human rights are not confined to civil and political rights but also encompass economic, social and cultural rights. This approach will be rigorously pursued in the UNDP programme.

24. *Assistance to public security institutions.* This will be considered from the perspective of institution-building on the one hand and improving the operation of the criminal justice system on the other. Activities will be specifically aimed at consolidating the gains achieved in terms of institutional and organizational development and continuation of the efforts begun in

matters of planning, training, information management and inter-institutional coordination. UNDP activities in this field will be based on monitoring developments in the political situation and on various indicators of the performance and professionalism of these institutions. UNDP may also engage in activities designed to alleviate conflict through an integrated approach consisting of a tighter control over the flow of small arms.

25. On the basis of the development of the situation during the programming period, requests made by the Government, the task-sharing agreed upon by international partners and political decisions taken by the United Nations Department of Political Affairs, UNDP may also, where necessary: (a) provide technical assistance for the election process; and (b) help to consolidate a durable electoral system and practices.

26. By means of targeted activities, UNDP may also promote dialogue and mediation initiatives among the various sectors of Haitian society. As part of its overall programme, it will endeavour to promote the theme of conflict prevention/reduction set out in the UNDAF.

27. Between now and 2006, the main indicators for gauging the impact of the contribution of UNDP to strengthening the rule of law will concern access to justice, particularly for women, the operation of the criminal justice system and the progress achieved in the field of law reform. The combined efforts of UNDP and other partners should make it possible to reduce the long-term preventive detention rate from the current figure of 80 per cent to 40 per cent in 2006.

B. Poverty reduction and improvement of living conditions

28. The UNDP objective is to help attain the target set by the World Summit for Social Development, held in Copenhagen in 1995, and endorsed at the Millennium Summit, of reducing by half by 2015 the number of people living in extreme poverty. The various UNDP projects in this area could form elements of a national poverty reduction programme. The assistance provided by UNDP, which will be aimed at ensuring the effectiveness of four of the six elements of the poverty reduction strategy set out in the common country assessment and the UNDAF, will also take into account the macroeconomic dimension and will focus on four areas: (a) the gathering and sharing of information on poverty; (b) advice concerning the formulation of policies and strategies; (c) support for the implementation of national programmes; (d) the initiation of core development activities that will promote and/or validate the upstream activities carried out.

29. On the basis of the programmes now being conducted with the Haitian Institute of Statistics and Information Science (IHSI) and in conjunction with the World Bank in particular, UNDP will help in drawing up a profile of poverty. The various surveys in progress on domestic living conditions, including the UNDP-assisted survey, and the poverty maps being prepared by the Ministry of Planning and External Cooperation, will provide the basic information needed to draw up such a profile. Particular attention will also be devoted to determining disaggregated national human development indicators, which will subsequently be integrated into successive national human development reports (NHDRs). The findings of the survey on living conditions will also be enhanced by advocacy activities on strategic themes. Lastly, UNDP may envisage producing a number of thematic human development reports on the basis of which public debates will be organized on sectoral development policies.

30. These elements will be integrated into a subprogramme to be developed with a view to its integration into the strategic framework for poverty reduction as soon as the process of drafting the framework, with the assistance of the Bretton Woods institutions, is resumed. In addition to the major contribution which it can make to that process, particularly in terms of core indicators and data, and on the basis of requests made by the Government, UNDP could also play a key role in national capacity-building in terms of analysing, conceptualizing and formulating the strategic framework for poverty reduction, adhering to the formula already approved in 2000 when the preliminary elements of an interim framework were initially being developed. In that connection, the capacity of UNDP to promote dialogue among the various sectors and partners involved will be a major asset. The main areas of intervention planned in the context of the four objectives of this subprogramme are described below.

31. In order to facilitate social dialogue on policies and promote new partnerships, UNDP could support the establishment of a sustainable human development

monitoring centre bringing together the main development partners. In addition to its primary role of advocacy, this monitoring centre could also specifically assist in the preparation of the national poverty reduction strategy and monitors its implementation. He could also assist in the preparation and dissemination of the NHDR. Discussions will be held with partners concerning the institutionalization of this monitoring centre, which could be set up as part of a national institution with a coordinating role in combating poverty in order to ensure its durability as an institution and a certain level of decision-making and influence.

32. Concerning the economic dimension of development policy, UNDP will also position itself upstream, alongside the World Bank in its role as coordinator of the advisory group. This support could involve the main tools for macroeconomic policy-making, particularly in regard to macroeconomic modelling, situation analysis, public expenditure analysis and aid coordination and management. Moreover, these issues will provide an opening for debate on macroeconomic strategy.

33. UNDP will continue supporting the implementation of the national programme to promote productive employment and combat social exclusion. This support will primarily involve: (a) the development of a national partnership for economic and social integration, particularly for vulnerable groups; (b) the definition and implementation of the institutional and legal framework of the employment policy; (c) the promotion of access for women and young people to job and training opportunities and to the means of production; (d) the policy to widen social protection; (e) the policy to promote microenterprises and small enterprises. This upstream support will be enhanced by a number of meso-level activities, particularly in the field of microfinance and in the north-eastern and north-western departments; such activities are essentially aimed at integrating these different policies into regional and local development strategies.

34. Through this subprogramme, UNDP, insofar as its resources permit and in conjunction with its development partners, will contribute to the attainment of the overall target of poverty reduction, which, in the case of Haiti and on the basis of the estimates currently available, is to reduce the proportion of the population living below the poverty threshold from 66 per cent to 53 per cent by 2006. Disaggregated indicators will also be defined with a view to assessing the effect of the activities on women.

C. Participatory management of environmental resources

35. Bearing in mind the government priorities and on the basis of its current programme, UNDP will support the participatory management of environmental resources from the sustainable development perspective. This support will primarily aim to: (a) strengthen the planning, coordination and monitoring/evaluation role played by the main public institutions in charge of managing this sector, specifically the Ministry of Environment and the civil defence departments of the Ministry of Interior and local authorities; (b) promote participatory and centralized environmental management; (c) support the implementation of the national environmental action plan (NEAP) in the key areas of priority; (d) integrate the "environment" dimension into the various sectoral plans and strategies; (e) support the implementation and follow-up of the Rio Summit and of international conventions on the environment; (f) facilitate the mobilization of financial resources for environmental protection and natural resources management, particularly in the context of the follow-up of the Rio Summit (Capacity 21 and GEF) and prepare the beneficiary institutions for improvement of their absorption capacity; (g) use the new information and communication technologies to promote a strategy for the participatory management of environmental and sustainable development resources, in partnership with RDDH.

36. UNDP will continue supporting implementation of the national plan in connection with the more specific area of risk and disaster prevention and management, on the basis of two principles: (a) priority will be given to the "risk prevention" component, leaving the field of disaster response to other more specialized partners; (b) pilot experiments in local risk management will be implemented, making it possible not only to strengthen the existing mechanism but also to promote upstream strategic thinking. Between now and 2006, the main indicators which will be used to gauge the impact of the contribution by UNDP to the participatory management of environmental resources will essentially be based on the extent to which the

NEAP and the national plan for risk and disaster management are implemented and applied.

Efforts to combat HIV/AIDS

37. In this area, UNDP will systematize its advocacy initiatives, particularly at the highest level, together with other agencies of the United Nations system. It will focus its efforts, in close cooperation with the Joint United Nations Programme on HIV/AIDS (UNAIDS), on the process of preparing and implementing the national strategic plan to combat HIV/AIDS, while ensuring that this process reflects a participatory, cross-sectoral approach. In this strategic plan, special attention will be paid to the issue of gender equity and to the need to take vulnerable groups into account, as well as to mechanisms and indicators for monitoring and evaluation. UNDP will pursue its activities, in collaboration with the United Nations Volunteers (UNV) programme, in the framework of the regional agenda for promoting the human rights of people living with HIV/AIDS. In cooperation with the countries of the subregion and with the support of regional programmes, UNDP will endeavour to meet the challenges of the epidemic in an integrated manner to help achieve the overall target of a 25-per-cent reduction in HIV/AIDS among 15- to 24-year-olds by the year 2015.

D. Partnership strategy

38. The UNDP cooperation programme will be carried out within the framework of the UNDAF. In this connection, the formation of partnerships and specific collaboration initiatives with the other organizations of the United Nations system are the first essential component of the desired partnership strategy. Cooperation with the United Nations Capital Development Fund (UNCDF) and the UNV programme will also be strengthened. In the current context of political crisis and acute polarization, each subprogramme should also, to varying degrees, foster partnerships among public, private and civil-society actors and encourage social dialogue and public debate, as a way to help consolidate the dialogue among the different sectors of Haitian society.

39. In terms of resource mobilization, and on the basis of the principles set out in the UNDAF, UNDP will elaborate a strategy that takes into account possible future developments in the situation and, in a systematic manner, opportunities for partnership. In particular, it may engage in national institution-building in the context of investment programmes financed by loans from international financial institutions, in accordance with the model developed by the Regional Bureau for Latin America and the Caribbean.

40. Lastly, and in the more specific context of Haiti's special development situation, the Bureau will maintain close ties with the United Nations Department of Political Affairs and its Electoral Assistance Division, the Office of the United Nations High Commissioner for Human Rights and the Organization of American States. It will also work in close collaboration with the UNDP Bureau for Crisis Prevention and Recovery.

IV. Management arrangements

41. In the light of developments in the political situation, it would seem advisable to adopt, in a pragmatic way, the essential principles of the programme approach in the target areas.

42. Preference will be given to national execution, which is the most appropriate arrangement from a sustainable development perspective, provided, however, that it consists of genuine national execution with a proactive and committed counterpart, and that the projects/programmes are of a certain scope. Nevertheless, a mechanism for the recovery of administrative costs should be put into operation with the Government, since UNDP will provide management services. In the current context, the Bureau will continue to use direct execution where circumstances so warrant (sensitive areas, need for rapid delivery). Regardless of the means of execution, the Bureau will support its national partners in the mastery of results-based management methods. UNDP will also seek assurances from the Government that national counterparts will be effectively and continuously involved in its projects, with a view to maximizing national ownership and the transfer of skills. UNDP and the Government will also collaborate on the precise definition of effective policy-making and technical follow-up mechanisms for the various subprogrammes.

43. Following the recent "change of profile" exercise, UNDP put in place three thematic teams (governance, poverty, environment), as well as an "advocacy and

communication" team. The functions of development adviser and programme manager were also more clearly dissociated. Taking advantage of this opportunity, the Bureau will endeavour to adjust and optimize its mode of organization and action. It will develop a vision of the problems of sustainable human development in Haiti using a systemic approach, adjusting to changes and seizing opportunities. In terms of advocacy, it will formulate an ambitious strategy aimed in particular at supporting the three thematic teams in defining and implementing participatory processes, with a view to facilitating and promoting national dialogue and public debate on development policies and strategies.

44. Monitoring and evaluation indicators will be elaborated with the involvement of the beneficiaries. Programme monitoring and evaluation will be integrated into the UNDAF, which includes a mechanism for this purpose consisting, inter alia, of three thematic technical cells. UNDP will participate actively in the operation of this mechanism. As recommended in the common country assessment, the Bureau will endeavour: (a) to incorporate monitoring and evaluation into each of its development activities and each project/programme function (planning, training, execution); and (b) enable the participating beneficiaries to gain ownership of monitoring and evaluation tools.

Annex

Resource mobilization target table for Haiti (2002-2006)

Source	Amount (In thousands of United States dollars)	Comments
UNDP regular resources		
Estimated carry-over	504	Carry-over from TRAC 1, TRAC 2 and previous AOS assignment
TRAC 1.1.1	8 976	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3	3 500	
SPPD/STS	100	
Subtotal	**13 080**[a]	
UNDP other resources		
Government cost-sharing	2 000	
Third-party cost-sharing	10 000	
UNDP funds, trust funds and other	23 825	
of which		
Capacity 21	1 000	
UNCDF	7 000	
GEF	7 000	
Turner	1 000	
HIV/AIDS	1 000	
Other trust funds	6 825	
Subtotal	**35 825**	
Grand total	**48 905**[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: AOS = administrative and operational services; GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; UNCDF = United Nations Capital Development Fund.